

Message Text

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TO AMEMBASSY BONN
INFO AMEMBASSY MOSCOW
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AMEMBASSY BERN
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AMEMBASSY BELGRADE
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USMISSION NATO
USDEL MBFR VIENNA
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C O N F I D E N T I A L STATE 181095

E.O. 11652: GDS

TAGS: CSCE, SU, GW

SUBJECT: CSCE: SOVIET-FRG CONSULTATIONS

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REFS: A) STATE 170622; B) BONN 11218; C) BONN 11930

1. YOU SHOULD AGAIN CONTACT MFA AND EXPRESS OUR APPRECIATION FOR FIGURES ON ETHNIC GERMAN EMIGRATION FROM USSR AND EASTERN EUROPE. YOU SHOULD ALSO DRAW ON FOLLOWING POINTS. US AGREES THAT FAMILY REUNIFICATION IS A CENTRAL ISSUE IN HUMAN CONTACTS SECTION OF BASKET III. FIGURES THAT HAVE RECENTLY BECOME AVAILABLE INDICATE THAT EMIGRATION RATE FROM USSR TO US, WHICH HAS BEEN GRADUALLY INCREASING IN RECENT YEARS, HAS INCREASED AT A HIGHER RATE IN THE FIRST FIVE MONTHS OF 1976. WHEREAS 1,029 PERSONS EMIGRATED FROM USSR TO US IN 1974 AND 1,162 IN 1975, APPROXIMATELY 1,000 EMIGRATED IN JANUARY-MAY 1976 (MOST OF THIS IS DUE TO LARGE INCREASE IN ARMENIAN EMIGRATION TO US). WHILE THIS INDICATES SOME WELCOME IMPROVEMENT IN SOVIET PRACTICE ON EMIGRATION, WE WISH TO OBSERVE SOVIET PRACTICE OVER A LONGER PERIOD BEFORE DRAWING DEFINITIVE CONCLUSIONS. AT THE SAME TIME, WE DO NOT BELIEVE FAMILY REUNIFICATION SHOULD BE ONLY YARDSTICK OF SOVIET BASKET III IMPLEMENTATION, OR THAT IMPLEMENTATION OF ALL ASPECTS OF BASKET III HAS BEEN ACCEPTABLE (PARA , REF C). FOR EXAMPLE, THERE

HAS BEEN ALMOST NO CHANGE IN HIGHLY RESTRICTIVE SOVIET PRACTICE ON DISSEMINATION OF INFORMATION, AND SOVIETS CONTINUE TO DISTORT FINAL ACT PROVISIONS IN THEIR ATTACKS ON WESTERN RADIOS, INCLUDING DEUTSCHE WELLE.

2. FOLLOWING ARE FIGURES ON JEWISH EMIGRATION FROM SOVIET UNION IN RECENT YEARS WHICH MAY BE PASSED TO FRG. FIGURES ARE FOR FRG BACKGROUND INFORMATION ONLY; HOWEVER, THEY MAY BE USED AS BASIS FOR GENERAL STATEMENTS ON JEWISH EMIGRATION TO GROUPS SUCH AS WORLD JEWISH COUNCIL. WE DO NOT HAVE SEPARATE FIGURES ON THOSE WHO DEPARTED SOVIET UNION FOR FAMILY REUNIFICATION PURPOSES, AS COMPARED TO THOSE WHO LEFT FOR OTHER REASONS. HOWEVER, WITH FEW EXCEPTIONS, VIRTUALLY ALL EMIGRATION FROM USSR IS FOR PURPOSE OF FAMILY REUNIFICATION. FOLLOWING APPROXIMATE FIGURES THUS CONTAIN VERY HIGH PERCENTAGE OF FAMILY REUNIFICATION CASES:

--	1970	1,000
--	1971	18,000

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--	1972	31,000
--	1973	35,000
--	1974	20,000
--	1975(JAN-JULY)	7,000
--	(AUG-DEC)	6,000
--	1976(JAN-JUNE)	6,800

3. IN REGARD TO APPLICABILITY OF FAMILY REUNIFICATION

PROVISIONS TO ISRAEL, DURING CSCE NEGOTIATIONS SOVIETS WISHED TO INCLUDE LANGUAGE WHICH WOULD HAVE HAD EFFECT OF LIMITING APPLICABILITY OF THESE PROVISIONS TO CSCE STATES. HOWEVER, AT OUR INSISTENCE, FAMILY REUNIFICATION PROVISIONS WERE DRAFTED IN SUCH A WAY AS TO ALLOW THE INTERPRETATION THAT THEY APPLY ALSO TO PERSONS FROM CSCE STATES WHO WISH TO JOIN FAMILY MEMBERS IN ANY COUNTRY. US INTERPRETATION IS THAT FAMILY REUNIFICATION PROVISIONS APPLY TO PERSONS DEPARTING THE USSR FOR REUNIFICATION WITH THEIR FAMILIES IN ISRAEL OR ANYWHERE ELSE. SOVIETS AND EAST EUROPEANS ARE AWARE OF THIS NEGOTIATING HISTORY OF FAMILY REUNIFICATION PROVISIONS.

ROBINSON

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